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Elementary and Secondary French-Language Education in Ontario

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Elementary and Secondary French-Language Education in Ontario
A review of the impact of the Cabinet submission of October 20, 1977, "French as a Minority Language in Ontario"

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1 French-language Education in Ontario: Background and Philosophy

Ontario has always provided education in French for its French-speaking pupils at the elementary level, except for a period early in the century when a regulation was enacted to curtail instruction in the French language. In 1968 legislation was enacted with respect to French-language education for the first time. Briefly, the legislation permitted the use of French as a language of instruction in all subjects, made the use of French as a language of instruction mandatory in certain circumstances, and allowed the establishment of French-language schools at the secondary level.[1]

Since 1974, Part XI of the Education Act has contained the legislated provisions for French-language education in Ontario. Twenty sections define the rights of francophones to education in French from Kindergarten to Grade 13, and the obligations of school boards, where numbers warrant it, to establish and maintain French-language instructional units (FLIUs). The act also specifies that French-language advisory committees to boards of education must be established wherever secondary level FLIUs are established or intended. These committees are responsible for developing and presenting to boards proposals designed to meet the educational and cultural needs of the French-speaking community.

In 1977, cabinet approved a submission of the Ministry of Education concerning French as a minority (first) language (FML). As its basic premise, the submission stated that major improvements were required in order to provide equal educational opportunities in French-language schools or classes. In the

1. Excerpted from The State of Minority Language Education in the Ten Provinces of Canada, CMEC, January 1978.

submission, the goal proposed for FML services in Ontario was "to improve services and resources necessary to ensure equal educational opportunities to students in French-language schools."

In order to pursue this goal, a list of principles was also delineated which stands as a framework for the programs implemented following cabinet approval. The list is applicable to the complete educational structure in Ontario.

1. The supply of qualified French-speaking teachers and the quality of their preparation are essential in providing adequate educational and cultural programs at all levels.

2. The updating and upgrading of teachers, principals, and consultants are critical to the improvement of educational opportunities.

3. Initiation of French-language units or programs requires the provision of special funds and services.

4. Necessary services should be provided to French-language instructional units in remote or isolated situations.

5. Human and material resources should be coordinated to ensure services to all regions.

6. Wherever possible, programs comparable to those offered in English-language schools should be made available.

7. Specialized services of psychologists, psychometrists, speech therapists, and social workers should be accessible to all students enrolled in French-language schools or classes.

8. Suitable textbooks and learning materials should be made available to improve French-language programs.

9. The duality of services provided by boards with French-language schools, or classes should be recognized as causing additional expenditures.

10. Availability of cultural activities in minority situations is to be considered an integral part of the curriculum.

11. Research and evaluation of learning situations in French-language schools or classes are essential in ensuring that quality education is available and ongoing.

12. Parents and students should be well informed of the availability of, and right to, education in the French language.

13. The ministry recognizes the importance of producing curriculum guidelines and resources documents for French-language schools or classes.

Based on these principles, a series of nine programs was approved.

In October 1979, a statement by the Minister of Education reaffirmed government policy with respect to French-language education. The policies announced were "consistent with the desire to offer the best educational program possible to every French-language student in Ontario". Key components of the policy were commitments to encourage boards to:

- review the status of mixed secondary schools and, where possible, create separate French-language entities*;
- offer full programs in the French language in self-contained school buildings, wherever numbers and/or other circumstances warrant;
- improve the situation in mixed schools through the expansion of course offerings, the development of appropriate teaching, administrative, and supervisory arrangements, and the provision of a clearly defined and identifiable physical setting.

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* An entity is a French-language school sharing plant and facilities with an English-language school.

In 1980, in response to the report of the Commission on Declining Enrolment, the Ministry of Education published Issues and Directions. A major portion of the paper was an outline of policy positions that the government had taken, or was considering taking, and of initiatives that resulted from these positions. In the section devoted to French-language education, the ministry reaffirmed its commitment to providing high-quality French-language education aimed at meeting the linguistic and cultural needs of the community. As well, the ministry took the opportunity to repeat the position taken in the Minister's 1979 speech with respect to homogeneous and mixed schools.

These government and Ministry of Education policies with respect to French-language education, which have been clearly expressed, are taken as the basic policy positions on which this review is based. The cabinet submission stated that the objective of FML education was to provide "equal educational opportunities for students in French-language schools or classes in Ontario". In 1980, Issues and Directions elaborated on this, stating that the government was "committed to providing quality French-language education that endeavours to meet the linguistic and cultural needs of the children in the French-speaking sectors of the province". Furthermore, the government stated its intention "to ensure ... at both the elementary and secondary levels, quality French-language education programs in a context and in an environment that both recognize and respect the distinctive characteristics of their culture and thus contribute realistically to the linguistic and cultural objectives held by Ontario's francophone citizens".[2] Issues and Directions also contained specific statements on how this philosophy was to be carried out (Statements 6.2.1; 6.2.2; and 6.3.1 -- 10).

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2. Ontario Ministry of Education, Issues and Directions (Toronto, 1980) p. 56.

In preparing this report, the policy statements made in both the cabinet submission and Issues and Directions have been used in the analysis not only of those programs initiated in 1977, but also of the entire range of programs affecting French-language elementary and secondary education in Ontario. The policy statements have then been applied in developing a proposed blueprint for the 1980's, always recognizing the financial limitations that school boards, the ministry, and the province face. The proposed blueprint involves a restructuring of ministry French-language- education programs and policies, using a detailed set of priorities that addresses the needs of the francophone community while respecting the necessity of budgetary restraint. This latter point should be emphasized; the changes proposed can be achieved within the existing budgetary limits.

The 1980s, it is anticipated, will be a decade in which increased accountability for the use of public funds will be required. Given that fact and the ministry's limited resources, many of the changes proposed are for the introduction of extremely focused programs to satisfy specific high-priority needs which are in line with the government's statements of its intention to provide equal educational opportunity.

Two kinds of intervention are needed to make progress towards equality for those in a minority situation, as Franco-Ontarians are. These are parity measures and affirmative-action measures.

Parity measures are long-term provisions necessary to provide equal opportunity to the minority; these should be in effect on a continuous long-term basis. For example, in the area of learning materials, the French-language market is not large enough to permit anything like equality with the number and variety of English-language materials unless there is ongoing intervention. Parity measures are long-term for two reasons. First, educational changes occur constantly; if educational opportunity is to be equal, provision for adjustments to changes must be made for the minority as well as the majority population.

Second, continued intervention is necessary because of the constantly changing client group, as each student cohort progresses through the educational levels, and is replaced by a new, younger group requiring the same intervention to be repeated.

Affirmative-action measures are limited-term measures necessary to create a context in which equal opportunity can be a real, ongoing possibility (achieving or maintaining such equality may also require parity measures). Special start-up funds for homogeneous schools are an example of current affirmative-action measures.

The present ministry programs concerning French-language education are in part parity measures and in part affirmative-action measures. Throughout this report, policies, programs, and proposals are sorted into these two categories. An understanding of these two types of measures and of the differences between them is essential to an understanding of this report.

The orientation of the analysis undertaken for this review and the emphasis of the proposed blueprint for the 1980s can be summarized briefly.

It is clear that the initiatives taken since 1977 have resulted in major improvements in French-language education in Ontario. Looking forward to the 1980s, however, the basic conclusion of this report is that continued intervention will be needed to approach the stated government objective of equal educational opportunity in French-language schools, and that the present financial envelope devoted to this purpose is sufficient to proceed much further toward this goal if the present funds are reallocated to a set of highly focused, high priority support measures accompanied by appropriate policies. The proposals which form the blueprint for the 1980s are designed to achieve this result.

2 The Teaching Profession: Teacher Education, Certification, and Professional Development

In the 1977 cabinet submission, it was stated that if equal educational opportunity was to be provided in French language schools and classes, teacher qualifications must be updated and upgraded. This statement has continued validity today, despite the programs of the past four years.

There are three major problem areas that can be readily identified in the area of teacher qualifications:

- entry level qualifications;
- qualifications of those actively teaching;
- qualifications in areas of specialized training.

At this time, it is still possible to become a French language teacher with fewer qualifications than are required of English-language teachers. Students are accepted into the elementary teacher-training program (primary and junior options only), at Laurentian University, if they have Grade 13 plus one year of post-secondary education.* All other teacher-training programs, French or English, require a university degree. Although a phasing out of the lower entry-level requirement has been agreed to, its immediate implementation could force the institution to close. In September 1981, of all the students enrolled, fifteen had a B.A., while forty had Grade 13 plus five post-secondary courses--that is, forty had the minimum requirement. The existence of this program means that some French-language teachers are entering the profession without a first degree.

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* For the intermediate option, since 1979, students have been required to have a B.A.

In 1977, 26 per cent of those teaching in French-language elementary schools had university degrees, compared to 48 per cent of those in English-language schools. Preliminary figures for 1980-81 show an improvement to 43 per cent and 64 per cent respectively. (At the secondary level, this difference is virtually non-existent. 13.4 per cent of English-language teachers and 13.6 per cent of French-language teachers have no degree.) Since 1977, there has been a 65 per cent increase in the number of French-language teachers with a university degree, in contrast to a 33 per cent increase for their English-language counterparts. A sizeable gap remains, however, between the qualifications of English-language and French-language teachers. It should also be noted that a detailed examination of the data reveals that of the French-language elementary teachers without a degree, 68 per cent were less than forty years of age, compared to 57 per cent of the English sample. Thus, teacher retirements alone will not narrow the gap.

All boards face a need to acquire qualified staff in specialized areas. This need is compounded for boards with FLIUs because of the lower over-all qualifications of staff. As well, it is more difficult for French-language teachers to obtain additional specialist qualifications because there are fewer course offerings in French, and the courses offered are restricted to a limited number of institutions in only a few locations. Nevertheless, students in FLIUs have the same needs as their English-language counterparts for the services of various kinds of qualified specialists in the area of special education and other disciplines.

CURRENT PROGRAMS

The actual proposals of the 1977 cabinet submission were modified and four separate programs were established. Each of these is described briefly below, along with an evaluation of its effectiveness.

a) Winter Bursary Program

This program was developed in order to provide incentives for teachers either to upgrade their basic qualifications or to acquire specialized training during the winter months. It is administered through the Ministry of Colleges and Universities.

In 1980-81, 849 French-language teachers (that is 18 per cent of all teachers in FLIUs) received winter bursaries. Fifteen per cent of the courses taken by the recipients were at the graduate level, 47 per cent at the undergraduate level, and 37 per cent were for additional qualifications. The average level of support was $180.

The Winter Bursary Program was to provide incentives for teachers to upgrade qualifications. As indicated earlier, the number of teachers in FLIUs with degrees is increasing. It is not possible, however, to determine to what extent this can be attributed to the existence of the bursary program. A salary grid based on qualifications and job insecurity as a result of declining enrolments are powerful incentives for teachers to increase their qualifications.

In the field, there seems to be substantial disagreement as to whether this program is still necessary. External responses supported two recommendations proposed in Phase II of this review: that priority should be given to teachers from small or isolated boards; and that bursaries should be limited to first-degree courses.

b) Summer Bursary Program

This program was established in the late 1960s to assist teachers in elementary and secondary FLIUs, teachers of French as a second language, and teachers of French in colleges of applied arts and technology to improve the quality of their teaching. It was based on the assumption that, because of their minority status, French-language teachers require special assistance in the area of professional development.

The program is funded by the Secretary of State and administered by the Ministry of Colleges and Universities.* Bursaries are awarded to teachers for credit courses taken entirely in French. Tuition fees and travel and accommodation expenses are eligible for funding.

In Ontario, in 1980, 977 bursaries were awarded to teachers in FLIUs and 562 bursaries to teachers of French as a second language. The average rate of support was $292.

It is difficult to verify with existing data to what extent this program encourages teachers to improve their qualifications during the summer months. As with the winter bursaries, there are other obvious incentives for teachers to upgrade themselves professionally. Teachers in isolated areas, it may be hypothesized, would tend to make more use of summer bursaries since their remoteness from educational centres often prevents them from attending winter courses.

c) Grants to Board for Personnel Development (Full Time Studies)

The goal of this program is to permit school boards to grant full-time study leaves to teachers, in order to develop qualified staff in specialized areas. Originally twenty annual grants of $15,000 each were made. Waning interest in the program, however, led to an increase in the amount of the grant to $20,000. In 1981-82, there were thirty-eight applications made for the fifteen grants awarded.

A number of concerns have been expressed about this program. Although the basic purpose is to ensure an adequate number of French-language specialists to meet the needs of boards across the province, it appears that some boards have used the

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* The federal criteria do not require that the funds be paid directly to teachers as bursaries. The Ministry of Education chose to develop such a bursary program.

program to grant educational leaves without sufficiently considering the needs of the system itself. Boards in areas where francophones are in severe minority situations are unlikely to agree to grant a full-time study leave to a teacher because of, for example, the problem of finding a suitable replacement. Such areas, however, are often ones where there is the greatest need for specialists. A final concern in any evaluation of this program is that neither boards nor teachers are currently required to pay any part of the expenses of a study leave, although it can be argued that both profit directly from the program.

The full-time study leave program received extensive support from the respondents to the evaluation questionnaires. The concerns of the ministry outlined above, however, highlight the need for some redesign of the program.

d) Professional Development Fund

This fund provides financial support through two programs. It gives assistance to boards, through the Regulation--General Legislative Grants (GLG), either for teacher participation in seminars, conferences, and workshops or to cover part of the organizational costs of such activities. Assistance is also provided, through direct funding by the ministry (Direct Operating Expenses), to educational groups involved in organizing professional development activities. The program is designed to improve teacher competency through non-credit, short-term activities. It is available for teachers of French as a minority language and French as a second language.

In 1980-81, 70 per cent of the GLG funds dispensed through this program were used for FML activities through a total of 473 grants. The figure is expected to be closer to 60 per cent for 1981-82.

Initially through this fund, the ministry provided an average of 90 per cent of activity costs. Currently, however, the rate of assistance is 75 per cent for teacher participation and up to 90 per cent for the organizational cost of activities initiated regionally by boards. The ministry views such local activities as more cost efficient than sending individual teachers to distant seminars and conferences.

It is difficult to assess the impact of an individual program such as this on teachers' competence. It is evident, however, that this fund does enable FML teachers to receive more and better professional development opportunities. The fund has also provided support for province-wide professional development activities. This fills a major need.

The organization of activities funded through this mechanism is the responsibility of boards and educational organizations. The nature, location, and frequency of the funded activities are determined by the applicant group, in response to self-defined needs. It is unclear whether boards in areas where francophones are in a small minority are taking full advantage of the funds to meet the needs of their FML staff. In such cases, the absence of board-employed French-language professional staff (e.g., superintendents) makes needs' assessment and subsequent action more difficult.

Because the French-speaking population is a minority and is unevenly distributed across the province, organizing local professional development activities tailored to meet FML teachers' needs presents special financial and practical difficulties. For example, the total French-language teaching staff of twenty-three of the twenty-seven boards with FLIUs in central and southern Ontario is 309 individuals, distributed over a vast territory. The provision of local professional development activities in the French language equivalent to those available to English-language teachers is virtually impossible under these circumstances unless extra funds are made available.

INTO THE 1980s

There are currently four programs related to teacher education, certification, and professional development. All of these programs are affirmative-action programs, special measures designed to address unique problems of francophone education.

The problems that these programs were initially designed to meet continue to exist. It is still possible for a francophone teacher to obtain certification without a university degree. Over-all, francophone teachers have lower qualifications than their English counterparts. As well, francophones have fewer opportunities than anglophones for professional development or further education because they are scattered throughout the province and are often far from centres where courses/programs are offered.

In considering future directions, all of these problems have been noted. In addition, the current programs have been examined and evaluated. The resulting plan for the future in the area of teacher education constitutes a major redesigning of all four programs, involving reallocation of their existing funds. The summer and winter bursary funds have been collapsed into the French-Language Teacher Study Fund.

The full-time study leave program and the Professional Development Fund are recommended to continue, but in a radically different format.

2.1 French-Language Teacher Study Fund

The following are recommendations for a fund to replace the current Summer Bursary Program and study bursaries for teachers in FLIUs (winter courses).

2.1.1 A fund, to be entitled the French-Language Teacher

Study Fund, should be established

2.1.2 The fund should be for French as a minority language.

2.1.3 The budget of the current programs (summer bursaries and winter bursaries) should be divided between FML and French as a second language (FSL), reflecting the pattern of funding in the past two years, and the FML component should be devoted entirely to this new fund.

2.1.4 The French-Language Teacher Study Fund should have two major components:

i) graduate education bursaries;
ii) undergraduate bursaries until 1983-84 and 1985.

2.1.5 The parameters of the French-Language Teacher Study Fund should be as follows:

(i) all French-language courses leading to the individual's graduate degree would be automatically eligible;

(ii) additional eligible courses may be approved by the ministry in priority areas as established by the ministry, e.g., a certificate course in computer-assisted learning;

(iii) bursaries would be for travel and living expenses only. Tuition would not be covered;

(iv) travel expenses for courses would be allowed only if the teacher must travel at least fifty kilometres from his/her place of employment.

In developing the recommendations for the French-Language Teacher Study Fund described above, particular care was taken to ensure that it addressed the specific issues that necessitate affirmative action for francophone teachers. Thus, tuition fees for teachers are not recommended for coverage under the bursary program. Salary levels are sufficient to permit teachers to pay their own tuition. However, because French-language courses are offered in so few locations, francophone teachers should be able to obtain bursaries for their travel and accommodation expenses, i.e. their additional costs.

The program is based on the premise that students in FLIUs are entitled to teachers whose qualifications are equal to those of teachers in English-language classes. Statistics show that such parity of teacher qualifications exists at the secondary level but not at the elementary level. Further recommendations with respect to the fund address this area.

2.1.6 Bursaries to enable secondary school teachers to obtain an undergraduate degree should be terminated at the end of the 1983-84 school year.

2.1.7 Bursaries to enable elementary school teachers to obtain an undergraduate degree should be kept at least until 1985.

2.1.8 In 1984 a review should be undertaken: to assess teacher entrance-qualification levels and the progress made towards parity in actual teacher qualifications at the elementary level; and to make recommendations about the continuance of the bursary program.

2.2 Grants to Boards for Personnel Development (Full Time Studies)

There continues to be a need for more francophone specialists. In recognition of this it is recommended that a program of full-time study grants be continued but that its format be altered, as follows, in order to address some of the concerns raised in the evaluation.

2.2.1 The costs of study leaves should be shared by the ministry, the sponsoring board, and the individual to be granted the leave. All three parties must participate.

2.2.2 The proportion of costs to be assumed by each of the three parties should be settled through tripartite negotiations involving the ministry, the board, and the individual.

2.2.3 The ministry's portion of the annual cost should not exceed $15 000 and should not be lower than $5 000, depending on board resources and other circumstances.

2.2.4 Only post-graduate-level programs of study should be eligible.

2.2.5 All board requests for a grant should include proof of application for the program to be sponsored.

2.2.6 Receipt of grant money should be contingent on the acceptance of the candidate by the university and on his/her attendance at the program.

2.2.7 No ministry commitment for funding should be made beyond one year; grant recipients who successfully complete the first year of a two-year program and receive a letter of support from the university in question should be given priority if the study-leave program continues.

2.2.8 All grants should be made as a contractual agreement between the teacher, the sponsoring board, and the ministry; the parameters of the agreement should include the following:

(i) if the teacher does not return to the sponsoring board for at least two years, the board must be repaid by the teacher in proportion to the time spent with the board;

(ii) if the teacher does not teach within the Ontario publicly funded education system for at least two years, both the board and the ministry must be repaid by the teacher in proportion to the time spent within the system;

(iii) if the teacher is assigned by the board to an English-language or immersion class, the ministry must be repaid by the board in proportion to the time spent in the FLIU.

2.2.9 The ministry should establish annual priorities for funding under this program to ensure that it is focused on established areas of need.

2.2.10 Eligibility for a study leave under this plan should be negated if the candidate receives any bursary and/or scholarship outside of the agreement proposed between the ministry, the board, and the individual.

2.2.11 After two years of operation under the proposed new guidelines the entire full-time study-leave program should be reviewed to determine whether it is meeting the needs for which it was designed.

2.3 Professional Development Subsidy Fund

The following recommendations propose changes to the current Professional Development Fund.

2.3.1 The fund should be renamed the Professional Development Subsidy Fund.

2.3.2 Within this fund, two separate funds, one for FML and one for FSL, should be created.

2.3.3 The current budget should be divided between the two new funds, with 60 per cent going to the FML program and 40 per cent to FSL, reflecting the pattern of funding during the past few years.

2.3.4 The FML fund should be administered provincially, with monies being allocated among regional offices based on needs, and with priority going to regional offices serving boards with a small or isolated francophone population.

2.3.5 Money from the fund should continue to be available to individuals through their boards, to boards *per se*, and to educational organizations.

2.3.6 Stricter criteria should be established by the ministry concerning the distribution of funds, including central identification of provincial conferences eligible for subsidy.

2.3.7 Support for attendance at conferences and seminars through the fund should be limited to transportation and accommodation costs according to ministry guidelines (e.g., meal allowances); conference fees should be the responsibility of the individual participant.

2.3.8 Following a review each autumn of the needs identified by individuals, boards, and organizations, the ministry should allocate the funds to be granted only upon confirmation that the designated disbursement has been made.

2.4 Teacher Training

It is still possible to become a French-language teacher in Ontario with fewer qualifications than are needed to become an English-language teacher. Admission to the School of Education at Laurentian University is currently based on Grade 13 plus one year of university. A phasing out of this lower requirement has been approved but not fully implemented. The following recommendations propose means of ensuring that entrance qualifications for teachers in FLIUs will be the same as those for their English counterparts.

2.4.1 Starting in September 1984, admission requirements in the School of Education in Sudbury should increase by one year of university every year until the admission requirements are the same as for admission to other faculties of education.

2.4.2 The Council for Franco-Ontarian Education and the Ontario Council for University Affairs should be requested to advise the Minister, not later than December 1, 1983, of an appropriate rationale for the maintenance of the School of Education at Laurentian University.

2.5 Ministry Co-ordination

The programs proposed are designed to meet specific objectives using limited ministry resources. The following recommendation is made in order to ensure that appropriate ministry priority setting and monitoring take place.

2.5.1 A standing ministry committee chaired by the Assistant Deputy Minister, Franco-Ontarian Education, should be established to review on a regular basis all programs relating to teachers in FLIUs and to report to the Deputy Minister the advice arising out of this review.

3 Curriculum and Learning Materials

The lack of suitable French-language learning materials was identified in 1977 as one of the most serious problems facing French-language teachers and students. Deficiencies were identified in course materials, textbooks, and audio-visual materials. If equal educational opportunity was to be provided to francophone students in Ontario, it was deemed essential that mechanisms be developed to eliminate the severe shortage of learning materials.

CURRENT PROGRAMS

Three programs were identified for funding within the cabinet submission. Each of these is outlined below and evaluated in terms of its accomplishments to date.

a) Franco-Ontarian Resource Centre

The Franco-Ontarian Resource Centre was established to correct deficiencies in the availability of teaching materials for teachers. It operates under a non-profit charter through a board of governors. A Ministry of Education liaison officer attends all board meetings. The ministry funding for the centre was held at $500 000 for several years but has now increased to $515 000.

The centre's mandate is to obtain locally developed learning materials from school boards, and to reproduce and sell them to teachers across Ontario on a cost-recovery basis. The materials produced and distributed by the centre include teachers' guides, courses of study, exercise books, and learning aids. A summary of the major activities of the centre for 1979-80 shows the following:

- 54 942 documents were sold, for a return of $183 077;
- a 12 per cent increase in distribution over 1978-79 was achieved;
- 67 500 documents were printed;
- 300 new source documents were evaluated and edited;
- 2 150 catalogues, listing 950 titles, were distributed.

The Franco-Ontarian Resource Centre is regarded as a flagship operation for which Ontario has received praise across Canada. Essentially, the centre is running well and continues to address an important need. Many boards with FLIUs, especially those with small francophone populations, continue to operate with inadequate learning materials.

The external consultation provided two further evaluative comments on the centre. It was suggested that increased priority should be given to secondary school materials. As well, the centre should, in consultation with the ministry, establish priorities for the acquisition and development of documents.

b) Audio-Visual Resource Centre

The original French-language mandate of the Audio-Visual Resource Centre in Sudbury was to provide French-language films to all school boards in north-eastern Ontario, to facilitate the use of films for north-eastern Ontario boards employing fewer than 500 teachers (anglophone and francophone), and to help larger boards meet special needs. This mandate has changed over time and the film-lending service is now provided on a province-wide basis to boards with fewer than 750 teachers.

The centre contains 2 013 French titles, of which there are approximately 43 000 borrowings annually. In the three-month period beginning in September 1981, fifty-nine school boards representing 177 schools used the service. The majority of schools were from the mid-northern, north-eastern and central regions.

Users of the film-lending service express over-all satisfaction with the resource centre. The service is particularly valuable in isolated areas where the films provided are often the only French-language visual education. The external consultation undertaken for this review supported the continuance of the centre. It should be noted, however, that respondents stated that the centre requires wider publicity, more efficient administrative procedures, and a broader range of improved and updated materials.

c) French-Language Fund

The French-Language Fund was developed in order to address the urgent need for textbooks in French. In 1976, there were only six French history titles for Grade 13 on Circular 14, in contrast to 121 English titles. In the Intermediate Division, there were no French guidance titles and twenty-six in English. This clearly illustrated the urgent need for French-language texts. As well, prior to the 1977 cabinet submission, many of the French titles available were not entirely suitable for use in Ontario schools.

The objective of the fund is to encourage the development and production of Canadian learning materials for French-speaking students enrolled in French-language elementary and secondary schools and classes. Authors or publishers are invited to submit an outline and budget for any project for the development, translation, adaptation, or production of a learning-materials item. A panel then selects the projects that fit the identified priorities of the ministry. The fund provides

partial support for each of the selected projects, thus maximizing fund impact as well as ensuring that the author/sponsor retains a financial stake in the project.

The 1977 cabinet submission established no finite goal for the French-Language Fund. It was hoped that fifty new texts, at an estimated cost of $50 000 each, would be developed each year in areas of need identified by the ministry. The intended number of projects has been exceeded every year. One hundred and sixty-eight new entries to Circular 14 have already been produced with the assistance of the French-Language Fund.

The significant increase in the total number of French-language entries in Circular 14 in recent years shows that the FLF has been effective in stimulating the production of French-language learning materials. While the number of French-language titles has increased, however, there has been a concurrent increase in the number of English entries. Table 3:1 provides data on Circular 14 entries at the Primary and Intermediate levels for 1976 and 1981. The figures demonstrate a continued shortage of French-language materials. If the objective of the ministry continues to be equality of educational opportunity, the gap shown here merits ongoing attention. In 1981, in two of eight subject areas in the Primary Division and twenty of thirty-one subject areas in the Intermediate Divisicn, there are less than half as many French entries as English. Data for the Junior and Senior Divisions (not included here) show a similar pattern. Two of nine subject areas in the Junior Division and forty-two of sixty-three areas in the Senior Division have less than half as many French entries as English. No one argues that there should be the same number of French and English entries. The number of French titles currently available, however, is not sufficient to provide equal opportunity.

TABLE 3:1
CIRCULAR 14 ENTRIES
1976 AND 1981

Division	Subject	1976 English	1976 French	1981 English	1981 French
Primary	French/Anglais	23	5*	11	2*
	Dramatic Arts	not included		-	-*
	English/Francais	171	23*	139	66*
	Math	13	4*	18	10
	Music	7	3	5	6
	Physical Education	0	3	3	5
	Science	6	4*	6	3
	Social Studies	18	1	22	12
Intermediate	French/Anglais	38	1*	51	7*
	Accountancy	not included		4	3
	Commercial Subject	15	13	8	14*
	Machine Appl.	not included		5	1
	Retail Merch.	1	2*	2	3
	Typewriting (Bus)	7	2*	10	6
	Typewriting (Pers)	7	2*	8	4*
	Classical Studies	8	2*	15	0*
	Consumer Studies	8	1*	5	1*
	Dramatic Arts	2	0	4	0
	English/Francais	89	65	110	78*
	Environmental Sc.	not included		14	3
	Family Studies	13	1*	10	8*
	Geography	145	26*	95	37*
	Guidance	26	0*	20	0*
	History	188	10	272	66
	Informatics	4	2	4	4*
	Latin	not given		6	2
	Math (7)	9	5	8	9
	Math (8)	9	5*	5	5*
	Math (9)	9	2*	16	7*
	Math (10)	15	1	13	6
	Math (Misc.)	-	-*	15	3*
	German	14	0*	16	0*
	Italian	4	0*	7	0*
	Spanish	12	0*	16	1*
	Music	24	6*	30	5*
	Phys. Ed/Health	12	2*	11	1*
	Science	50	14	78	22*
	Tech. Subj.	not included		36	17
	Visual Arts	not included		-	-

* Number of French entries less than 50 per cent of the number of English entries.

A comparison of Circular 14 entries (see Table 3:1) shows the relative availability of learning materials in French and English. A simple title count, however, does not measure the qualitative adequacy of the materials, nor whether they cover an entire course or only a portion thereof. As well, it must be noted that Circular 14 only covers part of the learning materials picture.

The external consultation conducted for this review provided a great deal of positive feedback on the French-Language Fund. Respondents stated that this is an excellent and essential program providing incentives and positive results. Although it was acknowledged that rapid progress has been made in adding to the list of French-language materials it was also noted that a further sustained effort was essential if the needs of francophones are to be met.

INTO THE 1980s

The three programs just discussed were designed to address the severe shortage of French-language learning materials. The cabinet submission identified that such shortages existed with respect to textbooks, learning materials, second-generation materials, and films. Since 1977, substantial progress has been made in increasing the range of materials available. Internal evaluation and external consultation, however, have demonstrated a continuing need for such programs.

Establishment of the Franco-Ontarian Resource Centre was initially an affirmative action measure directed at reducing the historic shortage of French-language learning materials. Although this catch-up period is over, the resource centre must now be viewed as a parity measure, providing FLIUs with learning materials similar to those available in English. Constant intervention will be necessary to ensure that such materials

continue to be produced. Learning materials have only a limited lifespan, and teachers' requirements and students' needs with regard to learning materials are continuously evolving. For example, the recent introduction of microcomputers has necessitated an entirely new range of back-up resources. The ongoing development of new applications of computers in education will ensure a concurrent need for second-generation materials. Financial support is essential to ensure that such materials are produced in French. The French-language education system is not large enough to create a profitable market on its own.

The Audio-Visual Resource Centre in Sudbury has always been a parity measure. It runs in tandem with an English-language film-lending service and offers an equivalent service.

The French-Language Fund was begun as an affirmative-action program, providing special catch-up measures to increase the number of available French-language texts and thus ensure equal educational opportunity. The examination of available materials, however, demonstrates clearly that the affirmative-action phase of this program is nowhere near completion. Indeed, there is such rapid and ongoing change in the development of materials on the English side, that it is likely that the FLF will be needed for the foreseeable future. When the volume of French-language materials is compared to the rapidly increasing number of English-language materials, it is clear that a vast difference continues to exist between the learning materials available in each language (as evidenced by the comparison of Circular 14 entries in Table 3:1). In addition, because learning materials quickly become out of date, they constantly need to be reviewed and updated.

In considering future directions, all three existing programs have been carefully examined. The resulting plan includes a restructuring of elements of the current programs. In addition, an important new initiative is recommended with respect to new technology.

3.1 Franco-Ontarian Resource Centre

The Franco-Ontarian Resource Centre is a highly regarded organization and any intervention must be undertaken with care. The main concern in a discussion of the centre is not its performance but rather its relationship with the ministry. Currently, a liaison officer handles communications between the ministry and the centre; in addition, the present director of the centre is on secondment from the ministry. Apart from the audit function, however, the ministry has no control over how the annual grant to the centre ($515 000 in 1980-81) is spent.

The ministry's relationship with the centre is comparable to its relationship with other independent institutions such as OISE. The ministry cannot intervene directly in the operations of the centre and yet, since it provides financial support, is more than justified in a desire to ensure that ministry priorities are addressed by the centre. Funding for the centre from the ministry is currently provided through a named grant. It has been suggested that this may not be the most appropriate mechanism, and that the centre should receive its funds in another way--perhaps, as OISE does, in the form of a block grant. This would permit the ministry to provide guidelines to the centre to ensure that ministry funds are directed to areas perceived as priorities by the ministry.

In developing the following recommendations for the centre, these points have been addressed.

3.1.1 Funding for the centre in 1983-84 should be maintained at the 1982-83 level, to meet the ongoing need for materials for teachers.

3.1.2 A committee to review the work of the centre and its relationship to the ministry should be formed.

3.1.3 The committee should be chaired by the Assistant Deputy Minister, Franco-Ontarian Education, and should include representatives from the Special Projects Branch, the Curriculum Division, and the Planning and Policy Analysis Division.

3.1.4 The mandate of the committee should be to:

(i) produce guidelines for expenditures of the centre's 1983-84 funds;

(ii) recommend a funding and priority-setting model for subsequent years, based on block- grant funding to be applied in accordance with agreed-upon priorities;

(iii) recommend the level of support for the centre that should be provided by the ministry;

(iv) in performing the above tasks, consider the comments and recommendations already received from the field during the external consultation;

(v) report to the Deputy Minister by November 1, 1983.

3.2 Audio-Visual Resource Education Centre

The following recommendations are made with respect to the Audio-Visual Resource Centre in Sudbury.

3.2.1 The operation should continue for as long as the ministry allocates resources to the distribution of films.

3.2.2 Priority should be given to boards with fewer than 100 French-language teachers.

3.2.3 Administrative services should be available in French.

3.3 French-Language Fund

The French-Language Fund provides an essential service to FLIUs by encouraging the development and production of Canadian French-language learning materials. The fund has been particularly vulnerable to in-year budget cutbacks in recent years because most of the money is allocated in the final quarter of the fiscal year. Thus, the fund surrendered $800 000 in 1980, and $400 000 in 1981, when other programs required more money. The recommendations that follow attempt to deal with these points.

3.3.1 The French-Language Fund should continue at its current budget level with increases based on inflation.

3.3.2 A means should be developed to ensure that the fund is less vulnerable to negative mid-year budget adjustments.

3.4 New Technology

The importance of new technology and of its impact on education in the 1980s cannot be overemphasized. The Ministry of Education is already taking appropriate action to ensure that the opportunities for education presented by the new technology are recognized and utilized.

It is essential that the special needs of the francophone population of Ontario should be considered at every stage of growth in this area. The following recommendations are designed to ensure that the opportunities that new technology presents for the French-language system will continue to be pursued.

3.4.1 A francophone official should be assigned to the Computers in Education Workgroup: to assess/monitor on a continuing basis the available technology and the opportunities it presents for use in French-language instructional units; and to bring information on specific issues and opportunities with regard to francophones to the attention of the Assistant Deputy Minister, Franco-Ontarian Education.

3.4.2 Part of the mandate of this francophone official should be to recommend for funding under the French-Language Fund, proposals for the development of French-language computer software.*

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* This would be in addition to any special ministry or government funds designated for development of computer-based learning materials.

3.4.3 Consideration should be given to allocating a portion of the funds provided to the Franco-Ontarian Resource Centre for the development of computer-related second-generation materials for teachers.

3.4.4 Any steps taken to encourage the development of university-level computer-technology courses for teachers should ensure that French-language institutions are involved.

3.4.5 The revised structures outlined in Chapter Two with regard to bursaries for teachers, full-time study grants, and aids to professional development should emphasize in their funding criteria the development of teacher competence with respect to micro-technology.

The new communications technology offers exciting possibilities with respect to distance education. Although the numerous applications of computers to distance education go beyond the scope of this project, the potential applications for French-language education were a recurring theme during discussions of future directions. It is obvious that many of the problems involved in distance education are problems of French-language education in Ontario. (This idea is also discussed in Chapter Four, "Student Needs and Program Responses"). Francophones are scattered throughout the province, often isolated from each other in units too small to provide the services (e.g., a library; a wide range of course options) normally associated with education. Francophones are not the only such population in Ontario. Many anglophone schools in the north face the same problems and will do so increasingly as enrolments decline. FLIUs offer a unique opportunity to the ministry for the development of innovative applications of the new technology some of which will be specific to French-language education and some of which may later be applied to other schools. These considerations have prompted the final recommendations in this chapter.

3.4.6 A project should be initiated to examine the specific uses of the new technology for isolated FLIUs and to develop experimental applications of computers to address the special problems of distance education.

3.4.7 The ministry should advise the Council of Ministers of Education Canada (CMEC) to continue with co-operative and co-ordinated efforts across Canada to develop and implement French-language software for use with the new communications technology.

4 Student Needs and Program Responses

> The Government reiterates its intention to ensure that the children of its francophone communities receive, at both the elementary and secondary levels, quality French-language education programs in a context and in an environment that both recognize and respect the distinctive characteristics of their culture and thus contribute realistically to the linguistic and cultural objectives held by Ontario's francophone citizens.[1]

Any discussion of French-language education must of necessity address the needs of the students. The stated goal of the 1977 cabinet submission was to ensure equal educational opportunities to students in French-language schools or classes in Ontario. Students are, quite obviously, the raison d'etre for schools. Although all of the proposed programs discussed elsewhere in this paper have an indirect effect on students, in this chapter we will discuss direct program responses to their needs.

Before describing and evaluating the current programs which most directly respond to student needs, it is important to point out that these programs fall into two distinct categories. The majority are very clearly designed to ensure equal educational opportunities to students in French-language schools and classes. Within this first category, some programs, such as the Student Guidance Information Service and the Correspondence Education program have as their goal the provision of an equal

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1. Issues and Directions, page 56.

service to students in two languages. Others, such as the Educational Consultative Services offer a unique service to French-language schools and classes to ensure that students in remote areas or areas with a small French-speaking population have access to a level of services comparable to that received by their English-speaking counterparts.

It may be less obvious why elements of a cultural nature are included in a review of French-language education in Ontario. However, Issues and Directions recognized that provision of an environment that both recognizes and respects the distinctive characteristics of their culture is a key component of francophones' education. A number of the programs described in this chapter are designed to give francophone students access to appropriate ancillary services which have a cultural basis. Thus, the student-exchange program gives a student from a small and isolated FLIU the opportunity to visit a community with a thriving francophone population. The cultural-activity program may support the development of appropriate French-language extra-curricular activities--for example, a French-language choir--to supplement in-class learning.

CURRENT PROGRAMS

a) Educational Consultative Services

An examination of enrolment statistics in French-language schools and classes in 1976-77 showed that many of the instructional units were located in demographically isolated * and/or geographically remote areas of the province which made it difficult, if not impossible, for many of the school boards to provide an equal educational opportunity for their students. Given this situation, the ministry proposed a direct service program to these schools.

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* It is important to note that some demographically isolated francophone communities are in urban areas, e.g., Sarnia, Toronto.

The over-all goal was to provide enriched direct ministry services to school boards in remote areas or with a small French-speaking population. The program was primarily designed to meet the professional-development, consultative, and specialized needs of French-language teachers and students where boards could not offer such services. The intent was to provide forty-two person-years of specialist support to FLIUs each year, at an estimated annual cost of $1 950 000.

In 1980-81, the consultative services were modified, and since then there have been two distinct components. Under Plan I, the Ministry of Education seconds educators/consultants from school boards to provide services on a province-wide basis. The ministry reimburses the employer boards for the salaries and benefits of the secondees and covers all service-related costs. Under Plan II, educators/consultants are seconded by the ministry in order to establish co-operative projects for two or more neighbouring boards. The ministry reimburses employer boards for the salaries and benefits of the secondees, but the boards participating in the co-operative projects are responsible for all service-related expenses.

The consulting program has been well received since its inception. A survey of user satisfaction conducted in 1979 through a ministry research contract indicated that 73.5 per cent of the clients served (456 of 620 respondents) were more than satisfied with the services received. A further evaluation of the revised organizational structure revealed definite satisfaction with both Plan I and Plan II. The external consultation undertaken for this review confirmed the esteem in which this program is held. Without exception, every board that responded stated that the Educational Consultative Services was an important program meeting major needs in the community. It is perceived as an essential service which substantially assists small and isolated boards in providing equal educational opportunity to francophone students.

In Issues and Directions the ministry stated that:

> The French-Language Consultative Services Group working out of the ministry's regional offices and originally formed for a two-year period will be maintained as long as a significant need exists.[2]

The response of the community (individuals, boards, associations, and universities) surveyed for this review indicates that such a need still exists.

A number of problems with the program were identified in the internal review and external consultation. The two major problems were the difficulty of recruiting secondees to staff the program, and the amount of travel required under Plan I (province- wide service) which decreased the available consulting time.

The usual problems associated with secondment have been experienced and there is no question that permanent staff would be preferable. Nevertheless, secondees provide valuable services and resources to boards. Problems have been experienced when secondments end just as programs are getting under way or when secondees lack the specific skills needed by boards. The availability of potential secondees is also a concern. The relatively limited pool of French-language educators/consultants from which secondees may be drawn makes it increasingly difficult to second appropriately qualified and experienced staff.

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2. Issues and Directions, p. 58.

b) Student Guidance Information Service (SGIS)

The cabinet submission of 1977 allocated funds for the translation of SGIS into French in order to ensure that francophone students had access to the same guidance materials as their anglophone counterparts. The translation was completed in 1977-78 using funds from other sources. The translated materials included job descriptions, counsellor's materials, and request cards. Full implementation of SGIS in French was achieved in January 1979. The program is now maintained by continuous and parallel updating of the French and English data bases.

SGIS is an established, ongoing program of the Ministry of Education, in both French and English.

c) Student Exchanges and Cultural Activities

In 1977, Franco-Ontarians did not have access in the community at large to sufficient cultural activities to maintain a viable Franco-Ontarian cultural presence. Thus, student-exchange and cultural-activity programs were included in the cabinet submission. As indicated earlier in this chapter, both of these programs must be considered as appropriate ancillary services necessary for equal educational opportunity.

The goal of the student-exchange program is to facilitate interprovincial, intraprovincial, and international exchanges between groups of francophone students at the elementary and secondary levels. If exchanges occur between schools within Ontario, they must include a return visit from the host school. If the exchange is with a Quebec school, however, a return visit is not required since most Quebec schools are not interested in a French-language experience in Ontario. There were twenty-nine exchanges involving FLIUs under this program in 1979-80 and twenty in 1980-81.

The grants to boards for cultural activities were initiated in order to facilitate the provision of cultural enrichment programs for francophone students at the elementary and secondary levels. The program assists boards with the costs of sponsoring French-language cultural activities.

The student-exchange and cultural-activity programs begun in 1977 are important ancillary services. They are necessary to the development of a feeling of self-worth for students in French-language schools and classes; without them such students may often feel isolated from the mainstream of francophone culture.

An evaluation of the programs indicates that although they are perceived as important, certain modifications would be advisable. The external consultation demonstrated that priority in both programs should go to small or isolated FLIUs since it is these students who have the least access to French language extra-curricular activities.

It was also pointed out that a special student exchange program for francophones is not essential, since francophones are eligible for other such programs (e.g., Young Travellers). The exchange part of the current program is less important than the opportunity for a student from an area with a very small FLIU to visit a predominantly French milieu and thereby experience his/her culture more fully. The exchange aspect has, in any case, already been watered down by the modification in the program which permits one-way visits and does not require exchange with a Quebec school.

With respect to the cultural activity program, the external consultation demonstrated that there is a need to review the mandates and respective roles of the Ontario Council of Arts, the Ministry of Citizenship and Culture, and the Ministry of Education with respect to the funding of cultural activities for FLIUs.

d) Ontario Assessment Instrument Pool (OAIP)

The 1977 cabinet submission included an allocation of $350 000 for the development of evaluation instruments for student achievement and program efficiency. These funds were directed to the Ontario Assessment Instrument Pool (OAIP).

The goal of OAIP is to provide teachers with uniform testing procedures to measure student achievement and the effectiveness of programs in schools. The pool will consist of several groups of assessment instruments, each corresponding to a Ministry of Education curriculum guideline. The areas to be covered will be: English, Grades 4 - 10; chemistry, Grades 11 - 13; French, Grades 4 - 10; geography, Grades 7 - 10; history, Grades 7 - 10; mathematics, Grades 4 - 6 and 7 - 10; and physics, Grades 11 - 13. A subject advisory group participates in the preparation of each instrument.

The evaluation instruments which make up OAIP are being prepared in French and English.

e) Correspondence Education

The project to develop correspondence courses for French-speaking students at the elementary and secondary levels was initiated in 1977 in response to a strongly felt need. The original objectives of the program were: to produce thirty-six additional French-language secondary-level courses over three years, thus enabling francophone students to obtain the S.S.G.D. by completing most of their studies in French; and to continue to support the revision of the existing French-language elementary courses. The project was to be a three-year initiative. Three target groups within the francophone population were identified: 1) children of compulsory attendance age who were unable to attend school because of distance or illness; 2) adults who wished to continue their education; and 3) students in grades 11-13 who could not obtain a particular course at their school.

New technology and the use of outside suppliers have permitted far greater production within the budget allocation than the original target of thirty-six courses. To date, seventy-three French-language correspondence courses have been developed. Of these forty-seven are secondary level courses.

Although the enlarged correspondence program has had only minimal publicity, response has been significant. In 1977-78 there were 207 French-language course enrolments. By 1980-81 this figure had increased more than sixfold to 1245.

While the rapid expansion in French-language correspondence courses enabled the ministry to meet an obvious need, the quality of course materials suffered and maintenance problems arose. The six français courses are outdated and in need of replacement, and the anglais courses are not suitable for the francophone clientele. While a course in advanced mathematics is available for grades 9, 10, and 13, no such course is available for grades 11 and 12. As well, the French-language correspondence program was introduced without additional staff and this is reflected in the heavy workload. English-language professional staff administer an average of thirteen courses each, while their French-language counterparts average 36.5 courses. For support staff, the comparable figures are 8.7 courses for an English-language staff member, 36.5 for a French-language staff member.

The external consultation revealed several concerns in addition to those raised above. There is a perceived need to extend into grades 9 and 10 the right of students to take correspondence courses if they cannot obtain a particular course at their own school. As well, boards and individuals submitted that correspondence courses should be made available to boards and schools to assist teachers in preparing courses. This would be of particular help to small and isolated schools.

A number of respondents also recommended that alternative delivery methods should be explored (e.g., TV Ontario).

Those responding stressed the need not only to revise and update current courses but also to develop new ones.

Finally, a number of those evaluating the correspondence-education program stated that this program should no longer be classified as a special French-language initiative, but that the ministry should make this a parity program with equal access to correspondence courses for anglophones and francophones.

f) Fellowships for Studying in French

The purpose of the fellowship program is to encourage students to enter full-time post-secondary programs offered in French at a French-language or bilingual institution, in any discipline. Anglophones and francophones are eligible for the fellowships which are awarded on the basis of academic achievement.

The program is funded by the Secretary of State and administered by the Student Awards Branch of the Ministry of Colleges and Universities. In 1981-82, 1500 applications were received and just over 500 fellowships awarded. Since the program began in 1976, 36.4 per cent of all awards have gone to students in colleges of applied arts and technology and 63.6 per cent to students in universities. On average, 80 per cent of fellowships are awarded to francophones and 20 per cent to anglophones.

This program is judged to be a key factor in encouraging young francophones to pursue their post-secondary studies using French as the language of instruction. The external evaluation of the fellowship program included

recommendations to introduce new criteria that go beyond academic achievement and include financial need, to increase the number of bursaries, and to extend bursaries beyond the first year (to encourage students to continue studying in French).

g) Bursary Program for Francophone Students from Minority Areas

This program was begun as a pilot project, funded by the Secretary of State and administered by the Ministry of Colleges and Universities in conjunction with the Council of Ministers of Education.

A recommendation to make the program a permanent one was recently made by the Council of Ministers of Education.

The goal of the bursary program is to give post-secondary francophone students from outside Quebec an opportunity to perfect their mother tongue and improve their knowledge of francophone culture by enrolling in university summer courses in Quebec. Bursaries are paid directly to the institution, with partial assistance provided to students for travel expenses.

Ontario was given twenty-five bursaries in 1977-79 but, in part because of insufficient publicity, did not award the total number in any year. In 1980, Ontario's allocation dropped to twelve, and again all bursaries were not awarded. In 1981, with more publicity, more requests came in and fifteen bursaries were awarded.

h) Summer Language Bursary Program

The Summer Language Bursary Program is funded by the Secretary of State and administered by the Student Awards Branch of the Ministry of Colleges and Universities, in conjunction with the Council of Ministers of Education.

The aim of the program is to provide post-secondary students with the opportunity to learn one of Canada's official languages as a second language and to improve their knowledge of the culture represented by that language. Thus, the program would assist Ontario francophones in learning English. Since francophones in Ontario live in a predominantly English environment and have many opportunities to learn English, the program has limited applicability. Sixteen bursaries were awarded in Ontario in 1980 to francophones wishing to learn English. This number increased to twenty- three in 1981.

Many more Ontario students with French backgrounds are in fact involved in learning French as a second language. This may be an indication of the degree of assimilation of Ontario's francophone students.

The evaluation of the Summer Language Bursary Program undertaken for this review gave strong indications that the program is of little use to Franco-Ontarians, who are already exposed to and familiar with the English language and culture. Since this is a federally funded program, however, it is recognized that no significant changes can be undertaken prior to renegotiation of the federal-provincial agreement on bilingualism in education.

INTO THE 1980s

Before beginning a discussion of directions for programs for students in the 1980s, two important qualifying statements must be made. First this chapter does not propose to chart directions for two of the three federally funded programs -- bursaries for francophones from minority areas, and the summer language bursaries. The parameters for these programs are negotiated with and established by the federal government and administered by each province. Changes in these programs are not

expected to come prior to a renegotiated agreement between Ottawa and the provinces, if then. Second, neither does this chapter include in its discussions for the future of French-language education the Student Guidance Information Service or the Ontario Assessment Instrument Pool. Both are now ongoing programs of the ministry in both French and English and need not be addressed as French-as-a-minority language funding initiatives.

4.1 Consultative Services

As noted previously, the Educational Consultative Services were designed to provide assistance to boards unable to meet the professional-development, consultative, and specialized needs of French-language teachers and students. Both the internal evaluation and the external consultation stressed that this is an essential service to boards and that the need for such a program continues. This is a parity program. It ensures that students and teachers in French-language schools and classes have access to the same type and level of services as their counterparts in English-language classes. Although the evaluation of the program was overwhelmingly positive, a number of problem areas were identified.

Some concern was raised about the selection criteria for projects accepted under Plan I and Plan II. In particular, questions were asked regarding the lack of involvement of regional offices (which have the most contact with boards) in the selection process. The following recommendations are made in recognition of these concerns and also in recognition of the fact that in a time of diminishing resources priority setting is an essential component of any program.

4.1.1 A process should be established within the ministry to set and approve priorities for the selection of projects.

4.1.2 The Office of the Assistant Deputy Minister, Franco-Ontarian Education, should be involved in the establishment of priorities.

4.1.3 Regional offices and school boards should be involved in all facets of the Consultative Services, e.g., priority setting, project selection and, administration.

A number of the internal and external evaluations of this program noted that there are problems directly related to the use of secondees to staff the consultative service. The following reccmmendations address the specific problems of lack of continuity and shortage of qualified French-language staff for secondments.

4.1.4 The basic secondment period for Plan I should be extended from one year to two years.

4.1.5 In order to permit staff to be directly seconded to one or more boards, steps should be taken to increase the flexibility of arrangements under Plan II; specifically, secondments to boards could be under such terms and for such time periods as are agreeable both to the boards involved and to the ministry (as the agency funding the salary of the secondee).

4.1.6 Regional offices should be encouraged to identify potential secondees (from boards) who have skills in fields where other boards require assistance.

4.1.7 A means should be developed to ensure that secondees have appropriate skills in the areas identified as priorities.

There would seem to be substantial disagreement over whether Plan I or Plan II is the most valuable to boards. Numerous problems, including the extensive travel required, were identified in connection with Plan I, and yet such a province-wide plan fills a very clear need for certain boards. Plan II, whereby secondees work within their own board and on co-operative projects with neighbouring boards, is preferable when such co-operative arrangements can be negotiated. The co-operative arrangements reduce travel time substantially, are more cost-effective (in that boards cover expenses themselves), and encourage boards to consider more carefully their own resources and those available to them nearby rather than assuming that expertise is only available centrally.

The following recommendations are designed to address these concerns.

4.1.8 Plan II, where appropriate arrangements can be negotiated, should be given preference over Plan I.

4.1.9 Regional offices should assist boards to negotiate co-operative arrangements under Plan II.

Although it is recommended above that preference should be given to Plan II projects, this does not imply that Plan I should not continue. Plan I should still provide province-wide assistance to boards that request it. The following recommendations are designed first to encourage boards to make the best use of secondees in Plan I and second to increase the cost-effectiveness of Plan I relative to Plan II (where boards pay project-related expenses).

4.1.10 The ministry, through its regional offices, should circulate information about individuals available to assist boards under Plan I, detailing their skills and backgrounds.

4.1.11 Projects undertaken with boards under Plan I should involve a fee-for-service arrangement, whereby each participating board would pay at least part of the project-related expenses, excluding salary and fringe benefits.

4.2 Correspondence Education

Since 1977, a great deal has been done to improve French-language correspondence-course offerings. Nevertheless, although there has been a rapid increase in the number of French-language correspondence courses available, the evaluation earlier in this chapter indicated that there are still areas where courses either are not provided or are outdated.

4.2.1 Funds should continue to be made available for the development of new courses and the updating of existing courses.

4.2.2 In the updating and revision process, more secondary correspondence courses should be provided at the "general" level of difficulty.

The latter recommendation addresses a concern voiced by a number of Franco-Ontarian educators, that the available courses are too often at the advanced level and, consequently, are inappropriate for many students looking for courses.

Currently, correspondence courses are available to students in Grades 11, 12, and 13 who cannot obtain a particular course at their school. Since many FLIUs are small, the problem of course availability may begin before Grade 11.

The policy on provision of correspondence-education learning materials has been revised. After April 1, 1982, boards may purchase courses on a cost-recovery basis. The materials should assist by providing opportunities to set up independent learning alternatives at the board level.

The accessibility of correspondence study to both anglophone and francophone students in small schools is reviewed frequently. To date, the evidence seems to indicate that students in Grades 9 and 10 should not be enrolled, since they lack the maturity required to study without the support of a teacher.

As noted elsewhere in this paper, FLIUs are often small and tend to be isolated from each other. Correspondence education therefore has special relevance for the francophone population (although rural populations, too, face this problem). A discussion paper recently released by the Department of Education in Saskatchewan comments extensively on the special potential role of the Correspondence School with regard to the rural population. The points made with respect to the future are equally relevant to a discussion of the role of correspondence courses in the education of Franco-Ontarians.

> As teachers require more support in program delivery, and as technology increases its capacity to provide content, the role of a revitalized Correspondence School, that is, a distance education centre, becomes an option. Although the present Correspondence School provides courses to students, in the absence of a teacher, a Distance Education Centre could develop a capacity to work with teachers to deliver specialized courses in small schools. Programs could make use of such techniques as teleconferencing, instructional television, audio tapes, and eventually computer-managed or computer-assisted instruction. These programs have been used effectively in isolated areas from Alaska to Portugal." [3]

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3. Saskatchewan Education, Rural Education: Options for the '80s, February 1981, page 41.

The need for such experimental program design currently exists in Ontario. In the context of this paper such innovations are seen as particularly relevant for francophones in small and/or isolated FLIUs. The development of new delivery methods utilizing the new technology would, however, have applications to many students in Ontario in rural settings, particularly in the north. Declining enrolments are likely to increase the number of students applying for correspondence courses because their local high school cannot provide the courses they want. The recommendations that follow are designed to address this need.

4.2.3 The Computers in Education group should be requested to examine the capabilities of the new technology to address the needs of francophone students in an innovative manner, either through redesigning correspondence education or as an alternative or addition to it.

4.2.4 The Correspondence Education Branch, in developing new courses and updating existing courses, should work in close liaison with existing resource facilities, such as the Franco-Ontarian Resource Centre and school boards with appropriate staff expertise.

4.3 Student Exchanges/Cultural Activities

The current student-exchange and cultural-activity programs fall into the category of appropriate ancillary services. They help to ensure that francophone students learn in an environment that recognizes and respects the distinctive characteristics of their culture.

In the evaluation of the exchange program it was pointed out that the exchange component of the program was not necessary. What is needed is the opportunity for francophone students to visit francophone milieux and thus experience their own culture. Rather than modify the two existing programs, this proposal recommends a combined approach.

4.3.1 The objectives, mechanisms, and budget ($200 000) presently used for second-language exchanges (not discussed here) should be maintained and used for exchanges of anglophones with francophones and vice versa.

4.3.2 The FML component of the student-exchange and cultural-activities programs for FLIUs should be combined into one fund to be entitled the Cultural Activities Program.

4.3.3 The goal of the combined program should be to promote cultural and educational activities in FLIUs through such initiatives as: cultural/educational visits or exchanges among students to foster a better knowledge of other francophone milieux; or visits/performances by individual francophone artists or groups.

4.3.4 Priority should be given to applications from small or isolated FLIUs.

4.3.5 The roles of the Ministry of Education, the Ministry of Citizenship and Culture, and the Ontario Council of Arts should be clarified with respect to the funding of cultural activities in FLIUs.

4.3.6 The budget ($65 000) for the new program should be reviewed to ensure its adequacy.

5 Financing French-language Education

CURRENT PROGRAMS

The 1977 cabinet submission provided for the development of special grants for school boards with French-language schools or classes. These grants were based on a recognition of the additional costs encountered by boards with dual linguistic components. Funds could be used for such items as textbooks, translation services, and indirect expenses, including higher administrative costs. This program has been reviewed on an annual basis, as described below.

The amounts recognized for grants purposes* in 1977 were $150 per pupil at the elementary level, $45 per credit for Grades 9 and 10, and $50 per credit for grades 11, 12, and 13. The grants were payable at the board's rate of support and were conditional on boards submitting five-year plans to the ministry. Additional funds were also made available for small French-language instructiona' units (through a weighting factor) and for full funding for half-time kindergarten and junior-kindergarten pupils.

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* These are the per-pupil expenditures eligible for grants, referred to in the grant regulations as "eligible sum". In 1977, the grant received on the eligible sum was calculated on each board's grant rate. From 1978 on, boards received a grant equal to 100 per cent of their eligible sum.

In 1978 the program was changed. The rate of support for the special grants was increased to 100 per cent and the grant of $150 per pupil was divided into two parts. Up to one-third of the grant, or $50, was to be used for additional indirect expenditures, such as higher plant-maintenance costs, higher school-administration costs, and costs connected to the hiring of additional non-instructional personnel in areas such as finance, public relations, engineering, and computer services. Boards were not required to account for these indirect costs. The remaining two thirds, or $100, was considered to be for additional direct expenditures, such as additional supervisory officers, consultants and teachers, curriculum development, textbooks, and cultural activities.

As a condition for receiving their special grants, the boards were required to develop three-year financial-planning summaries of their projected additional direct costs and to submit these to their respective regional offices for approval. In addition, boards were annually required to submit to regional offices an accounting of their actual additional direct costs for the preceding year for each of the fifteen categories of direct cost expenditures recognized.

In 1980, the ministry initiated the following additional funding supports to boards, also payable at 100 per cent.

- Reorganization grant: to offset the start-up costs associated with establishing new homogeneous French-language secondary schools (payable over three years).

- Small-school weighting factor: to provide improved additional support for small homogeneous French-language and small mixed-language secondary schools;

- French-English mixed-school weighting factor: to encourage the expansion of course offerings in the minority language (French or English) of the school.

In 1981, another modification was introduced when the 1977 per-pupil/per-credit grant amounts were increased. The new levels of support, still payable at 100 per cent, are $165 per pupil at the elementary level, $50 per credit for grades 9 and 10, and $55 per credit for grades 11, 12, and 13.

Two further changes in the grant structure were approved in September of 1981.

- The secondary school reorganization grant will be extended from three to five years where the board can justify the need (see Chapter Six, section 6.1, for discussion).

- The mixed-school weighting factor will be reviewed in order to provide boards having to establish very small classes with a stronger incentive for providing a greater number of credits.

The special grants outlined above constitute one of the resources that contribute to the general goal of ensuring equal educational opportunity to students in French-language instructional units (FLIUs).

The special grants are in part parity measures and in part affirmative-action measures. The per-pupil/per-credit grants must be treated as parity programs. They ensure that boards receive the funds necessary to ensure equal educational opportunities for students in French-language schools and classes. Since the report of the Royal Commission on Bilingualism and Biculturalism, every detailed analysis of French-language education has concluded that there are extra costs involved in educating francophones in a minority setting. The per-pupil/per-credit special grants were developed in recognition of these well-documented additional costs. Such parity measures will continue to be required for the foreseeable future if equality of educational opportunity in the French-language education system is a serious objective.

The additional special grants, however (the re-organization grant, the small-school weighting factor, and the mixed-school weighting factor), are affirmative-action measures. They are special, limited-term measures developed to implement ministry policy as defined in Issues and Directions:

> The Government reiterates its intention to ensure that the children of its francophone communities receive, at both the elementary and secondary levels, quality French-language education programs in a context and in an environment that both recognize and respect the distinctive characteristics of their culture and thus contribute realistically to the linguistic and cultural objectives held by Ontario's francophone citizens.[1]

These measures offer special encouragement to assist boards in implementing ministry policy.

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1. Issues and Directions, p. 56.

The current grant structure has been demonstrated to be flexible enough to accommodate readily changes in program needs and policies. When it was considered essential to encourage the establishment of more adequate French-language school entities within a mixed-school setting, the 1980 grant plan was modified to include the required funding incentives, including the introduction of special capital grants for that purpose. Similarly, the 1981 grant plan contained improvements to the eligible sums, to reflect increases in the cost of goods and services.

Since the introduction of the 1980 funding initiatives, based on the October 5th minister's statement introducing new incentives for the establishment of French-language entities, six such entities have been established.

It has been suggested that more French-language entities might be established if current funding were further improved. This could be achieved by improving the reorganization grant by comparison with the mixed-school weighting-factor thus making it financially advantageous to establish entities rather than mixed schools.

It should be noted, however, that the funding initiative is based, to a large extent, on the estimated cost of the programs and services associated with a reorganized administrative structure. Funding mechanisms are not intended to force or unduly influence change upon or within each and every mixed-school situation. Any change in this direction would require major revision to the current policy.

In order to examine the per-pupil/per-credit grants as they contribute to the French-language programs of individual school boards, an internal ministry team examined board-reported

expenditures at the elementary level in the Eastern Ontario Region. Although the number of boards included in the sample is too small to permit conclusions to be drawn, the data raise questions which warrant further investigation.

Table 5:1 compares the eligible sum for direct costs for each board to its reported additional direct costs. In all cases the special grant for direct costs ($100 per pupil or two thirds of $150) is less than the reported direct costs. In addition Table 5:1 relates the additional direct costs of a board to the board's total enrolment and FML enrolment. In the boards examined, there is a noticeable tendency for boards with a large proportion of French-language enrolments to have additional direct costs close to $100 and thus to receive almost 100 per cent reimbursement for the expenditures. On the other hand, boards where only a small proportion of the over-all enrolment is francophone tend to have additional per-pupil costs above $100 and thus do not receive 100 per cent reimbursement costs.

A number of questions arise from an examination of Table 5:1.

1. Are the reported additional direct costs valid?

Do regional office personnel meet with their board counterparts to discuss the estimate of additional direct costs for FLIUs? If so, is there co-ordination on a provincial level to ensure that cost estimates are made on the same basis across the province?

2. Are additional costs constant from board to board?

If boards with close to 100 per cent francophone enrolment have valid additional direct costs of close to $100 per pupil, boards with small FLIU enrolments may have higher costs if they wish to

Table 5.1: ADDITIONAL DIRECT COSTS FOR FML EDUCATION (1979-80)

COMPARISON BY BOARD OF REPORTED ACTUAL EXPENDITURES TO ELIGIBLE SUM FOR DIRECT EXPENDITURES

(Elementary, Eastern Ontario Region)

BOARD	TOTAL NO. OF PUPILS IN SCHOOLS SEPT. 30 1979	FML PUPILS SEPT. 30 1979		TOTAL ELIG. SUM FOR FML COSTS (DIRECT AND INDIRECT) $	ELIG. SUM FOR DIRECT COSTS ONLY (2/3 OF TOTAL ELIG. SUM) $	REPORTED EXPEND. FOR DIRECT COSTS $	VARIANCE		DIRECT COST GRANT AS % OF REPORTED DIRECT COSTS	DIRECT COST PER FML PUPIL	
		NO.	% OF TOTAL				$	%		ELIG. SUM FOR DIRECT COSTS $	REPORTED EXPEND. FOR DIRECT COSTS $
							Col. 7		Col. 8	Col. 9	
Col. 1	Col. 2	Col. 3		Col. 4	Col. 5	Col. 6	Col. 5 - Col. 6	Var. ÷ Col. 6	Col. 5 ÷ Col. 6	Col. 5 ÷ Col. 3	Col. 6 ÷ Col. 3
A	17,149	5,452	31.8	821,400	547,600	787,299	(239,699)	(30.4)	69.6	100	144
B	16,984	7,023	41.3	1,053,450	702,300	1,062,920	(360,620)	(33.9)	66.1	100	151
C	6,889	6,796	98.7	1,019,400	679,600	683,615	(4,015)	(0.6)	99.4	100	100
D	5,305	398	7.5	59,700	39,800	53,305	(13,505)	(25.3)	74.7	100	134
E	8,308	5,083	61.2	790,800	527,200	577,192	(49,992)	(8.7)	91.3	104	113
F	17,545	97	0.6	14,550	9,700	49,363	(39,663)	(80.3)	19.7	100	509

Notes:
1. Pupil data taken from school board financial statements, 1980.
2. Eligible Sum Amounts, and Reported Expenditures taken from analysis prepared by Eastern Regional Office, based on school board planning summaries.
3. Eligible Sum Amounts shown differ slightly from amounts in board financial statements, which reflected the calculations based on two sets of September (1979 and 1980) enrolment data.

provide programs of the quality and variety required to ensure equal educational opportunity. Should the grant plan therefore be adjusted to provide a larger per-pupil eligible sum for boards with a relatively low FLIU enrolment and a smaller per-pupil sum for boards with almost all francophone students?

Table 5:2 provides a more detailed examination of the additional direct costs, by category of expenditure. Examination of this table reveals a wide variation in expenditure priorities from board to board. Information available within the ministry does not reveal whether or not this variation is a result of needs-assessment studies by boards and subsequent sequential development programs. It is unclear for example why Board D (7.5 per cent francophone elementary enrolment--398 pupils) spent $13 498 on textbooks in 1979-80, while Board A (31.8 per cent francophone enrolment--5452 pupils) had no additional direct costs in this area. Board C, with 98.7 per cent francophone enrolment, claimed $165 470 additional costs for books, a hefty annual sum when one considers that only the <u>additional</u> cost of francophone books should be claimed and not the total cost (e.g., if a French-language math text costs $8 and an English-language math text costs $6, only the $2 additional cost per book should be claimed). Per-capita annual textbook expenditures range from nil in Board A to $426 per student at Board F.

Such variation in the figures occurs throughout Table 5:2, not just in the area of textbooks. For example, one expenditure category is "Teachers", to account for the additional costs resulting from lower pupil/teacher ratios in FLIUs. Thus, one can perhaps understand that Board A (31.8 per cent francophone) had $705 600 additional costs for teachers, to serve their francophone population. It is harder to understand why Board C (98.7 per cent francophone) had any significant extra

Table 5.2: ADDITIONAL DIRECT COSTS FOR FML EDUCATION (1979-80)

COMPARISON BY BOARD OF PERCENTAGE DISTRIBUTION BY CATEGORY OF REPORTED ACTUAL EXPENDITURES

(Elementary, Eastern Ontario Region)

Category of Expenditure	Board A		Board B		Board C		Board D		Board E		Board F	
	$	%	$	%	$	%	$	%	$	%	$	%
1.1 Supervisory Officers	9,126	1.2	-	-	4,525	0.7	-	-	20,521	3.6	-	-
1.2 Support Staff	9,917	1.3	-	-	1,445	0.2	-	-	3,507	0.6	-	-
2.1 Co-ordinators and Consultants	37,572	4.8	293,000	27.6	57,970	8.5	30,041	56.4	73,683	12.8	-	-
2.2 Support Staff	25,084	3.2	40,800	3.8	80,575	11.8	1,920	3.6	14,029	2.4	-	-
2.3 Teachers	705,600	89.6	356,800	33.6	273,660	40.0	-	-	316,866	54.9	-	-
2.4 Education Services	-	-	169,200	15.9	31,315	4.6	760	1.4	-	-	-	-
2.5 Support Staff	-	-	29,400	2.8	2,170	0.3	-	-	-	-	-	-
2.6 Curriculum Development	-	-	-	-	10,000	1.5	-	-	-	-	-	-
2.7 Support Staff	-	-	-	-	-	-	-	-	-	-	-	-
2.8 Professional Development	-	-	-	-	4,340	0.6	577	1.1	5,532	1.0	150	0.3
3 Textbooks	-	-	31,920	3.0	165,470	24.2	13,498	25.3	125,738	21.8	41,333	83.7
4 Translation Services	-	-	-	-	6,000	0.9	4,533	8.5	2,500	0.4	-	-
5 FLAC	-	-	-	-	-	-	-	-	1,100	0.2	-	-
6 Cultural Activities	-	-	133,800	12.6	17,626	2.6	419	0.8	6,070	1.1	272	0.6
7 Other Direct Costs	-	-	8,000	0.8	28,519	4.2	1,538	2.9	7,586	1.3	7,608	15.4
Total additional direct costs	787,299	100	1,062,920	100	683,615	100	53,306	100	577,192	100	49,363	100

teaching costs, yet they claimed $273 660. One may also ask why Board F (0.6 per cent francophone) claimed no extra costs at all in this area.

Given the limited availability of detailed financial data, it is possible at this stage only to indicate that there is little or no similarity from board to board in terms of reported direct costs.

Table 5:2 also raises the question of why zero- or low-expenditure categories exist. It is unclear whether this is a reflection of an absence of board planning, lack of recognition by a board of these particular items, or the fact that these categories were fully taken care of in previous years. Board A accounts for all of its direct costs within the first five categories of expenditure. Board F claims costs only in four of the last six categories. Does this mean that Board A has no additional costs for textbooks, or does the board ignore such costs? Similarly, did Board F spend no additional money for supervisory officers, teachers, or curriculum development?

The examination of available data by the internal review committee raised a number of questions with respect to the per-pupil/per-credit grant levels and the uses to which these funds are put. The external consultation identified similar concerns. The two major recurring recommendations arising from the external consultation were a need to consider a graduated per-capita grant varying inversely to the number of francophone students, and a need for better monitoring of the funds to determine whether expenditures are truly extra costs for FML programs.

A final concern identified in this area is the fact that the ministry currently does not require boards to give any indication of what their plans are for the per-pupil/per-credit special grants. Boards must provide only limited expenditure data. It has been suggested that boards should be required to develop plans of action with respect to FML education in the way that they must for implementation of Bill 82.

INTO THE 1980s

The internal analysis of the special-grants program and the external consultation on the topic resulted in the identification of two major concerns regarding the use of funds by school boards, namely the per-pupil/per-credit grant levels and the use to which funds are put. The data currently available to the ministry do not provide sufficient information for a complete analysis of the use of the special grants. Before any major changes in the grant program are made, it is therefore essential that a more complete review be undertaken.

The recommendations that follow are designed to address the questions raised both by this review and by the analysis of available materials.

5.1.1 A detailed review and audit should be undertaken for the current year to determine exactly how the eligible sums/special grants are being used.

5.1.2 The Assistant Deputy Minister, Franco-Ontarian Education, should establish and chair the review-and-audit group.

5.1.3 Francophones from within the ministry should be involved as part of the review-and-audit group.

Following completion of the review and audit, the ministry will be in possession of the information essential to any deliberations with respect to changes in the grant mechanisms.

6 Other Educational System Components: Administration and Governance

The elements discussed in chapters two through five are crucial components and dealing with them satisfactorily is essential to achieving the objective, stated in the 1977 cabinet submission, of equal educational opportunities[1] in French-language schools and classes. A number of other elements however, are necessary to a fully operative system. Three of these--research, communications, and ministry main-office personnel--were discussed in the 1977 cabinet submission and form an important part of the infrastructure of an education system.

In considering these other elements this chapter focuses on the following key issues:

- the availability of French-language school facilities;
- the availability of supervisory services and ministry staff services in French, both to the education system and to the general public;
- the nature of the francophone educational environment and the availability of ancillary educational services and activities in French.

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1. "It is proposed that the following goal be adopted: To improve services and resources necessary to ensure equal educational opportunities to students in French-language schools or classes in Ontario." Cabinet submission, October 20, 1977, Page 4.

INTO THE 1980's

6.1 Physical Facilities

The policy outlined in the minister's statement of October 5, 1979,* provided the basis for the formation of new French-language entities**. It has been very useful in permitting the creation of six such entities. The following recommendations are designed to ensure parity by promoting the creation of French-language schools or entities where demand exists.

6.1.1 The policy regarding physical facilities and entities outlined on October 5, 1979 should be continued.

6.1.2 The extension from three to five years of special start-up grants for small secondary entities should be reaffirmed in cases where the board is able to demonstrate that three years is insufficient.

This report does not take any position nor make any recommendations regarding mixed schools. It should be noted, however, that the October 5, 1979 policy favours the creation of distinct French-language entities where the population desires them.

6.2 Qualifications of Teachers, Principals, and Supervisory Officers

It is important that not only the teachers, but also the principals and supervisory officers assigned to FLIUs should have a demonstrated capability to teach in French. Individuals can either acquire this capability through a French-language teacher-training institution, or if teacher training has been taken in English, certified French capability can be gained by

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* See pages 3 and 4 of this report.

** An entity is a French-language school sharing plant and facilities with an English-language school.

successful completion of a small number of subsequent courses given in a French-language teacher-training institution. This is not seen as an onerous requirement and parallel requirements appear to be quite justified for English schools.

6.2.1 All teachers and principals assigned to FLIUs as well as supervisory officers responsible for FLIUs should be required to have demonstrated French-language qualifications, e.g., successful completion of specified course/training requirements in French as part of, or in addition to, all certification requirements for their assignment.

6.3 Supervisory Services for French-Language Schools (FLIUs)

The availability of satisfactory supervisory services for all FLIUs is essential to any effort at equality. While many boards can and do provide satisfactory services to FLIUs, the limited size and scattered nature of the francophone population make it impractical in some cases to expect such supervisory services now or within the forseeable future.

6.3.1 The ministry should continue to provide supervisory services to FLIUs where boards are not in a position to provide their own.

Upon occasion, for a variety of reasons, an English-speaking superintendent may not respond to recommendations of a French-speaking supervisory officer supplied by the ministry. Further, since French-language schools have certain aspects that are peculiar to them, even in areas like curriculum, it is important for the Director of Education for the board to receive direct information about operations in the board's French-language schools. Where the board provides its own French-

language supervisory officers this is primarily the board's concern. Where the ministry provides a French-language supervisory officer, it seems advisable to adapt the reporting structure accordingly.

6.3.2 Ministry French-language supervisory officers providing supervisory services to boards should report directly to each board's Director of Education.

6.4 Ontario Educational Communications Authority (OECA)

Because of its special needs, the French-language school system relies even more heavily on the OECA educational services than the English-language system does. The relative scarcity of French-language learning materials increases the importance of OECA's role in providing educational material, both on-air and through video tapes. Under the present system of funding, 50 per cent of OECA's current French-language production depends on federal "special project funds" which are approved on a year-to-year basis. While it is not suggested that increased provincial funds should necessarily go to OECA to produce French-language material, a specific statement to the effect that the ministry wishes to see part of Ministry of Education grants used consistently for that purpose seems called for.

6.4.1 A portion of the Ministry of Education block funding of OECA should be allocated on a continuing basis for French-language educational production.

6.4.2 Steps should be taken to maximize FLIUs' access to the French learning materials presently available through OECA.

For the minority francophone population, educational television can support and enrich the curriculum in French-language classes and schools by helping provide a French-language milieu. At present, however, the bulk of TV Ontario French programming is scheduled for Sundays from noon until midnight, with a supplementary half-hour of programming on weekday mornings.

A separate French educational television network would be ideal. Since the actual establishment of educational TV is part of the mandate of the Ministry of Citizenship and Culture, this may not be possible; but the Ministry of Education should emphasize its support for projects which would increase the amount of French programming. Various proposals have been made, some of which would not require significant new financing.

One such recent proposal is Project Harmonie. Project Harmonie outlines a French-language educational television programming package which would be offered to all cable companies in Ontario, free of charge. The package would consist of original programming by TV Ontario as well as acquisitions from other jurisdictions, including Radio Quebec (one eighth of the package), French National Network - France (one quarter of the package), and the National Film Board. The proposal is for nine hours of programming, six days a week, excluding Sunday.

6.4.3 The ministry should indicate its support for proposals like Project Harmonie, which are cost effective in increasing the availability of French educational television to provide culturally related support to French schools.

6.5 Communications

The ministry communication function, as it relates to the francophone population, is very important. Two aspects of this communication function are dealt with here. The first is the production of print and other materials in French. Most of these are for direct use in the education system (e.g., curriculum guidelines and materials), but others are oriented to a broader clientele (e.g., ministry policy proposals, public reports). The second is the dissemination of public information, the handling of inquiries from the public, and so forth.

Recent analysis of the ministry communication function as it relates to the French-language school system suggests both that major progress has been made since 1977, and that some shortcomings remain to be corrected.

It is a noteworthy achievement that twenty French-language documents generated in the Elementary Education Branch were completed in 1981-82. In addition, parallel development of English and French documents has enabled both anglophone and francophone writers and resource persons to gain from the expertise, experience, and knowledge of members of a curriculum committee.

Two problem areas still require attention, however. One is the difficulty of producing French-language documents -- both originals and translations from English -- speedily. The complexity of the task facing the Communication Services Branch in preparing documents in two languages is recognized. However, since it is government and ministry policy to produce documents in both French and English, such improvements as appear both necessary and possible should be undertaken. Another concern is lack of co-ordination in the production of French documents.

The following elements appear essential to the prompt and efficient production of French-language documents.

6.5.1 An over-all co-ordinator should be named for the editing and production of all French-language documents.

6.5.2 The French-language document co-ordinator should have some decision-making power regarding priorities for French-language documents consistent with the ministry's over-all priorities for documents.

6.5.3 When materials go for French-language editing, the French-language editors should receive the work from the French-language document co-ordinator and report to him/her throughout.

6.5.4 French-language support services, particularly typing, should be available on a continuing basis to the co-ordinator of French-language document production.

In performing his/her duties, the co-ordinator of French-language document production would, of course, respect any over-all ministry priorities. A specific system for establishing such ministry priorities, if one is not already in place, would help to ensure that there are no conflicts between priorities for English and French documents.

The other remaining main difficulty regarding communications is the lack of French-language capability in the telephone-inquiry and public-information sections (e.g., public inquiries, press releases, phone calls).

6.5.5 To satisfy both ministry and government policies regarding dealings with the public, staff capable of providing French-language telephone-inquiry and public-information services should be hired by the Communication Services Branch.

6.6 Research

The 1977 cabinet submission outlined two specific amounts of $350 000 annually, one for development of evaluation instruments, one for research in curriculum, teaching, and organizational matters.

The money available to develop evaluation instruments and for research was never fully spent. Later, the Ontario Assessment Instrument Pool (OAIP) passed from development to implementation. It is assumed that French assessment instruments will be developed in conjunction with English instruments, and so the matter needs no further discussion here.

A number of very useful research projects of specific importance to French-language schools were funded and completed, although annual expenditures to date on research have not reached the $350 000 total. FML research needs are not decreasing. In future, care must be taken to ensure that those most knowledgeable about francophone affairs are involved in determining which projects requiring funding should have priority.

The separate funding to support the research needs of the Council on Franco-Ontarian Education should also be continued.

6.6.1 The amount of $40 000 in research funds allocated for carrying out projects determined directly by the Council on Franco-Ontarian Education should be continued; this amount should be re-examined on an annual basis according to the expressed needs of the council.

6.6.2 A separate amount of $200 000 should be allocated yearly for research projects of specific importance to French-language schools.

6.6.3 Priorities should be established by the Assistant Deputy Minister, Franco-Ontarian Education (after appropriate consultation both within and outside of the ministry, such consultation to include the Council on Franco-Ontarian Education), and should be communicated to the Deputy Minister. The Deputy should then communicate the priorities to the Director of Research.

6.6.4 The $200 000 should be allocated according to this list of priorities. Any requests for funding in excess of this amount will be considered by the Research Branch according to established mechanisms.

6.7 Ministry of Education Personnel

The 1977 cabinet submission touched on the question of ministry personnel, but in a limited way. Any blueprint for the 1980s must confront this question in greater depth than has previously been done. However, because of the impact of decisions about personnel on any proposal for the future and because the extent to which the various functional and program recommendations will be accepted is not known, specific recommendations with regard to personnel changes are difficult to make. Flexibility in staffing is further limited by known and anticipated financial constraints.

Despite these difficulties, a concerted effort has been made to analyse the staffing component. The results indicate that improvement may well be possible within existing resources.

From a functional point of view, the analysis indicates that ministry staffing needs related to the French-language school system are of three types.

I Ministry functions requiring francophone specialized educational staff.

To provide equality of educational opportunity in French-language schools, the ministry needs francophone officials who have both the background in education and the understanding of the minority francophone situation to properly design and supervise a good French-language elementary/secondary education system.

II Ministry functions requiring specialized francophone staff who are not primarily specialists in education.

Certain key ministry services - for example, communication services and reasearch - are essential to building and maintaining equality of educational opportunity in French schools. Although they need not necessarily be education specialists, the staff who provide these services not only must function well in French to be effective, but also must understand the minority Franco-Ontarian situation.

III Ministry functions requiring specialized staff where French-language capability is not essential.

Examples include the financial area and the policy-analysis area.

The above analysis indicates that all francophone staff need not have the highest qualifications or fall into the highest salary categories. With differentiated staffing, the ministry might be able to provide more appropriate francophone staffing than at present within the available salary budgets. It is clear, too, that the ministry needs two different kinds of expertise, which may not necessarily always be found in a single

individual. One is educational expertise directly related to the education system. The other is professional expertise directly related to the Ministry's fulfillment of its governmental mandate. Both are important if the ministry is to meet its proposed objectives in the area of French-language education.

Although it is dangerous to give either type of expertise more weight than the other, it should probably be remembered that those elements identified under category I (i.e., educational programs, curriculum, and supervision) relate directly to the educational programs available in French schools and the educational experience available to the student. Maintaining a staff of experienced, knowledgeable, and capable educational officials in these areas is crucial. Although there was an increase in the number of francophone officials in the ministry with the credentials to serve in these areas after 1974, recently there has been a reduction as a result of retirements. Positions either have not been filled, or have been filled by secondments.

6.7.1 Once there are indications as to the basic orientations accepted for the ministry blueprint for French-language elementary and secondary education in the 1980s, a detailed review of francophone staffing requirements and means of meeting them, for areas requiring specialized educational certification and expertise, should be undertaken by appropriate senior ministry officials, in consultation with the Assistant Deputy Minister, Franco-Ontarian Education. The review should include an examination of the possibilities of using differentiated staffing.

With respect to the staffing of categories II and III, a parallel recommendation is made, but here the functions, the types of particular expertise, and the type of staffing required throughout the ministry need to be outlined. While not considered a major task, it has not been undertaken here.

6.7.2 A review of francophone and French-speaking staffing needs throughout the ministry in areas not requiring specialized educational certification and expertise should be undertaken by appropriate senior ministry officials, in consultation with the Assistant Deputy Minister, Franco-Ontarian Education. The review should include an examination of the possibilities of using differentiated staffing.

The individuals undertaking these reviews should bear in mind that maintaining a core of francophone officials on permanent staff whose experience relates to those areas requiring specialized educational certification and expertise is essential. At the same time, it should be remembered that greater stratification and differentiation of staffing would enable a relatively small number of experienced officials, assisted by less-experienced professional and para-professional staff, to improve efficiency and productivity. The permanence provided might also make it easier to use seconded personnel in the ministry. Similar approaches should be considered in the two other areas. (It should be recognized, however, that for the Toronto area, few potential candidates are available locally, and candidates living elsewhere in Ontario may be reluctant to relocate because of the higher cost of living in Toronto.)

If equal educational opportunity is to be achieved, the need for a commitment to hiring francophone officials for particular functions cannot be stressed too much - a vacancy frequently means not lesser service but no francophone service at all for that function.

In light of the above discussion, there are a number of general steps the ministry can take in addition to the specific actions already recommended.

6.7.3 The Ministry should make every effort to replace departing francophone staff in permanent positions in order to keep the number of permanent francophone staff at least at the present level.

6.7.4 Where it is not possible to recruit a permanent francophone official in an important area, the ministry should continue to second francophone officials as another means of providing necessary service.

6.8 Council on Franco-Ontarian Education

Since the Council on Franco-Ontarian Education was established to advise the minister on the educational needs of the Franco-Ontarian population, that body would obviously be interested in this proposed blueprint. In accordance with the outline of Phase III presented to the Executive Committee, and at the Minister's request, the council is to have an opportunity to review it. Regardless of the final shape of any blueprint, it is not anticipated that any relationships involving the council and the ministry would be altered (although on specific matters the council's role might be affected).

7 Summary of Recommendations

The following is a summary of all recommendations contained in this report. For more detailed information, the reader is referred to the appropriate chapter.

Chapter 2 - The Teaching Profession, Teacher Education, Certification and Professional Development

2.1 French-Language Teacher Study Fund

2.1.1 A fund, to be entitled the French-Language Teacher Study Fund, should be established.

2.1.2 The fund should be for French as a minority language.

2.1.3 The budget of the current programs (summer bursaries and winter bursaries) should be divided between FML and French as a second language (FSL), reflecting the pattern of funding in the past two years, and the FML component should be devoted entirely to this new fund.

2.1.4 The French-Language Teacher Study Fund should have two major components:

(i) graduate education bursaries;
(ii) undergraduate bursaries until 1983-84 and 1985.

2.1.5 The parameters of the French-Language Teacher Study Fund should be as follows:

(i) all French-language courses leading to the individual's graduate degree would be automatically eligible;

(ii) additional eligible courses may be approved by the ministry in priority areas as established by the ministry, e.g., a certificate course in computer-assisted learning;

(iii) bursaries would be for travel and living expenses only. Tuition would not be covered;

(iv) travel expenses for courses would be allowed only if the teacher must travel at least fifty kilometres from his/her place of employment.

2.1.6 Bursaries to enable secondary school teachers to obtain an undergraduate degree should be terminated at the end of the 1983-84 school year.

2.1.7 Bursaries to enable elementary school teachers to obtain an undergraduate degree should be kept at least until 1985.

2.1.8 In 1984 a review should be undertaken: to assess teacher entrance-qualification levels and the progress made towards parity in actual teacher qualifications at the elementary level; and to make recommendations about the continuance of the bursary program.

2.2 Grants to Boards for Personnel Development (Full Time Studies)

2.2.1 The costs of study leaves should be shared by the ministry, the sponsoring board and the individual to be granted the leave. All three parties must participate.

2.2.2 The proportion of costs to be assumed by each of the three parties should be settled through tripartite negotiations involving the ministry, the board, and the individual.

2.2.3 The ministry's portion of the annual cost should not exceed $15 000 and should not be lower than $5 000, depending on board resources and other circumstances.

2.2.4 Only post-graduate-level programs of study should be eligible.

2.2.5 All board requests for a grant should include proof of application for the program to be sponsored.

2.2.6 Receipt of grant money should be contingent on the acceptance of the candidate by the university and on his/her attendance at the program.

2.2.7 No ministry commitment for funding should be made beyond one year; grant recipients who successfully complete the first year of a two-year program and receive a letter of support from the university in question should be given priority if the study-leave program continues.

2.2.8 All grants should be made as a contractual agreement between the teacher, the sponsoring board, and the ministry; the parameters of the agreement should include the following:

(i) if the teacher does not return to the sponsoring board for at least two years, the board must be repaid by the teacher in proportion to the time spent with the board;

(ii) if the teacher does not teach within the Ontario publicly funded education system for at least two years, both the board and the ministry must be repaid by the teacher in proportion to the time spent within the system;

(iii) if the teacher is assigned by the board to an English language or immersion class the ministry must be repaid by the Board in proportion to the time spent in the FLIU.

2.2.9 The ministry should establish annual priorities for funding under this program to ensure that it is focused on established areas of need.

2.2.10 Eligibility for a study leave under this plan should be negated if the candidate receives any bursary and/or scholarship outside of the agreement proposed between the ministry, the board, and the individual.

2.2.11 After two years of operation under the proposed new guidelines the entire full-time study-leave program should be reviewed to determine whether it is meeting the needs for which it was designed.

2.3 Professional Development Subsidy Fund

2.3.1 The fund should be renamed the Professional Development Subsidy Fund.

2.3.2 Within this fund, two separate funds, one for FML and one for FSL, should be created.

2.3.3 The current budget should be divided between the two new funds, with 60 per cent going to the FML program and 40 per cent to FSL, reflecting the pattern of funding during the past few years.

2.3.4 The FML fund should be administered provincially, with monies being allocated among regional offices based on needs, and with priority going to regional offices serving boards with a small or isolated francophone population.

2.3.5 Money from the fund should continue to be available to individuals through their boards, to boards per se, and to educational organizations.

2.3.6 Stricter criteria should be established by the ministry concerning the distribution of funds, including central identification of provincial conferences eligible for subsidy.

2.3.7 Support for attendance at conferences and seminars through the fund should be limited to transportation and accommodation costs according to ministry guidelines (e.g., meal allowances); conference fees should be the responsibility of the individual participant.

2.3.8 Following a review each autumn of the needs identified by individuals, boards, and organizations, the ministry should allocate the funds to be granted only upon confirmation that the designated disbursement has been made.

2.4 Teacher Training

2.4.1 Starting in September 1984, admission requirements in the School of Education in Sudbury should increase by

one year of university every year until the admission requirements are the same as for admission to other faculties of education.

2.4.2 The Council for Franco-Ontarian Education and the Ontario Council for University Affairs should be requested to advise the Minister, not later than December 1, 1983, of an appropriate rationale for the maintenance of the School of Education at Laurentian University.

2.5 Ministry Co-ordination

2.5.1 A standing ministry committee chaired by the Assistant Deputy Minister, Franco-Ontarian Education, should be established to review on a regular basis all programs relating to teachers in FLIUs and to report to the Deputy Minister the advice arising out of this review.

Chapter 3 - Curriculum and Learning Materials

3.1 Franco-Ontarian Resource Centre

3.1.1 Funding for the centre in 1983-84 should be maintained at the 1982-83 level, to meet the ongoing need for materials for teachers.

3.1.2 A committee to review the work of the centre and its relationship to the ministry should be formed.

3.1.3 The committee should be chaired by the Assistant Deputy Minister, Franco-Ontarian Education, and should include representatives from the Special Projects Branch, the Curriculum Division, and the Planning and Policy Analysis Division.

3.1.4 The mandate of the committee should be to:

(i) produce guidelines for expenditures of the centre's 1983-84 funds;

(ii) recommend a funding and priority-setting model for subsequent years, based on block-grant funding to be applied in accordance with agreed-upon priorities;

(iii) recommend the level of support for the centre that should be provided by the ministry;

(iv) in performing the above tasks, consider the comments and recommendations already received from the field during the external consultation;

(v) report to the Deputy Minister by November 1, 1983.

3.2 Audio-Visual Resource Education Centre

3.2.1 The operation should continue for as long as the ministry allocates resources to the distribution of films.

3.2.2 Priority should be given to boards with fewer than 100 French-language teachers.

3.2.3 Administrative services should be available in French.

3.3 French-Language Fund

3.3.1 The French-Language Fund should continue at its current budget level with increases based on inflation.

3.3.2 A means should be developed to ensure that the fund is less vulnerable to negative mid-year budget adjustments.

3.4 New Technology

3.4.1 A francophone official should be assigned to the Computers in Education Workgroup: to assess/monitor on a continuing basis the available technology and the opportunities it presents for use in French-language instructional units and to bring information on specific issues and opportunities re francophones to the attention of the Assistant Deputy Minister, Franco-Ontarian Education.

3.4.2 Part of the mandate of this francophone official should be to recommend for funding under the French-Language Fund proposals for the development of French-language computer software.*

3.4.3 Consideration should be given to allocating a portion of the funds provided to the Franco-Ontarian Resource Centre for the development of computer-related second-generation materials for teachers.

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* This would be in addition to any special ministry or government funds designated for development of computer-based learning materials.

3.4.4 Any steps taken to encourage the development of university-level computer-technology courses for teachers should ensure that French-language institutions are involved.

3.4.5 The revised structures outlined in Chapter Two with regard to bursaries for teachers, full-time study grants, and aids to professional development should emphasize in their funding criteria the development of teacher competence with respect to micro-technology.

3.4.6 A project should be initiated to examine the specific uses of the new technology for isolated FLIUs and to develop experimental applications of computers to address the special problems of distance education.

3.4.7 The ministry should advise the Council of Ministers of Education Canada (CMEC) to continue with co-operative and co-ordinated efforts across Canada to develop and implement French-language software for use with the new communications technology.

Chapter 4 - Student Needs and Program Responses

4.1 Consultative Services

4.1.1 A process should be established within the ministry to set and approve priorities for the selection of projects.

4.2.2 The Office of the Assistant Deputy Minister, Franco-Ontarian Education, should be involved in the establishment of priorities.

4.1.3 Regional offices and school boards should be involved in all facets of the Consultative Services, e.g., priority setting, project selection, and administration.

4.1.4 The basic secondment period for Plan I should be extended from one year to two years.

4.1.5 In order to permit staff to be directly seconded to one or more boards, steps should be taken to increase the flexibility of arrangements under Plan II; specifically, secondments to boards could be under such terms and for such time periods as are agreeable both to the boards involved and to the ministry (as the agency funding the salary of the secondee).

4.1.6 Regional offices should be encouraged to identify potential secondees (from boards) who have skills in fields where other boards require assistance.

4.1.7 A means should be developed to ensure that secondees have appropriate skills in the areas identified as priorities.

4.1.8 Plan II, where appropriate arrangements can be negotiated, should be given preference over Plan I.

4.1.9 Regional offices should assist boards to negotiate co-operative arrangements under Plan II.

4.1.10 The ministry, through its regional offices, should circulate information about individuals available to assist boards under Plan I, detailing their skills and backgrounds.

4.1.11 Projects undertaken with boards under Plan I should involve a fee-for-service arrangement, whereby each participating board would pay at least part of the project-related expenses, excluding salary and fringe benefits.

4.2 Correspondence Education

4.2.1 Funds should continue to be made available for the development of new courses and the updating of existing courses.

4.2.2 In the updating and revision process, more secondary correspondence courses should be provided at the "general" level of difficulty.

4.2.3 The Computers in Education group should be requested to examine the capabilities of the new technology to address the needs of francophone students in an innovative manner, either through redesigning correspondence education or as an alternative or addition to it.

4.2.4 The Correspondence Education Branch, in developing new courses and updating existing courses, should work in close liaison with existing resource facilities, such as the Franco-Ontarian Resource Centre and school boards with appropriate staff expertise.

4.3 Student Exchanges/Cultural Activities

4.3.1 The objectives, mechanisms, and budget ($200 000) presently used for second-language exchanges (not discussed here) should be maintained and used for exchanges of anglophones with francophones and vice versa.

4.3.2 The FML component of the student-exchange and the cultural-activities programs for FLIUs should be combined into one fund to be entitled the Cultural Activities Program.

4.3.3 The goal of the combined program should be to promote cultural and educational activities in FLIUs through such initiatives as: cultural/educational visits or exchanges among students to foster a better knowledge of other francophone milieux; or visits/performances by individual francophone artists or groups.

4.3.4 Priority should be given to applications from small or isolated FLIUs.

4.3.5 The roles of the Ministry of Education, the Ministry of Citizenship and Culture, and the Ontario Council of Arts should be clarified with respect to the funding of cultural activities in FLIUs.

4.3.6 The budget ($65 000) for the new program should be reviewed to ensure its adequacy.

Chapter Five - Financing French-Language Education

5.1.1 A detailed review and audit should be undertaken for the current year to determine exactly how the eligible sums/special grants are being used.

5.1.2 The Assistant Deputy Minister, Franco-Ontarian Education, should establish and chair the review-and-audit group.

5.1.3 Francophones from within the ministry should be involved as part of the review-and-audit group.

Chapter Six - Other Educational System Components: Administration and Governance

6.1 Physical Facilities

6.1.1 The policy regarding physical facilities and entities outlined on October 5, 1979 should be continued.

6.1.2 The extension from three to five years of special start-up grants for small secondary entities should be reaffirmed in cases where the board is able to demonstrate that three years is insufficient.

6.2 Qualifications of Teachers, Principals, and Supervisory Officers

6.2.1 All teachers and principals assigned to FLIUs as well as supervisory officers responsible for FLIUs should be required to have demonstrated French-language qualifications, e.g., successful completion of specified course/training requirements in French as part of, or in addition to, all certification requirements for their assignment.

6.3 Supervisory Services for French-Language Schools (FLIUs)

6.3.1 The ministry should continue to provide supervisory services to FLIUs where boards are not in a position to provide their own.

6.3.2 Ministry French-language supervisory officers providing supervisory services to boards should report directly to each board's Director of Education.

6.4 Ontario Educational Communications Authority (OECA)

6.4.1 A portion of the Ministry of Education block funding of OECA should be allocated on a continuing basis for French-language educational production.

6.4.2 Steps should be taken to maximize FLIUs access to the French learning materials presently available through OECA.

6.4.3 The ministry should indicate its support for proposals like Project Harmonie, which are cost effective in increasing the availability of French educational television to provide culturally related support to French schools.

6.5 Communications

6.5.1 An over-all co-ordinator should be named for the editing and production of all French-language documents.

6.5.2 The French-language document co-ordinator should have some decision-making power regarding priorities for French-language documents consistent with the ministry's over-all priorities for documents.

6.5.3 When materials go for French-language editing, the French-language editors should receive the work from the French-language document co-ordinator and report to him/her throughout.

6.5.4 French-language support services, particularly typing, should be available on a continuing basis to the co-ordinator of French-language document production.

6.5.5 To satisfy both ministry and government policies regarding dealings with the public, staff capable of providing French-language telephone-inquiry and public-information services should be hired by the Communication Services Branch.

6.6 Research

6.6.1 The amount of $40 000 in research funds allocated for carrying out projects determined directly by the Council on Franco-Ontarian Education should be

continued; this amount should be re-examined on an annual basis according to the expressed needs of the council.

6.6.2 A separate amount of $200 000 should be allocated yearly for research projects of specific importance to French-language schools.

6.6.3 Priorities should be established by the Assistant Deputy Minister, Franco-Ontarian Education (after appropriate consultation both within and outside of the ministry, such consultation to include the Council on Franco-Ontarian Education), and should be communicated to the Deputy Minister. The Deputy should then communicate the priorities to the Director of Research.

6.6.4 The $200 000 should be allocated according to this list of priorities. Any requests for funding in excess of this amount will be considered by the Research Branch according to established mechanisms.

6.7 Ministry of Education Personnel

6.7.1 Once there are indications as to the basic orientations accepted for the ministry blueprint for French-language elementary and secondary education in the 1980s, a detailed review of francophone staffing requirements and means of meeting them, for areas requiring specialized educational certification and expertise, should be undertaken by appropriate senior ministry officials, in consultation with the Assistant Deputy Minister, Franco-Ontarian Education. The review should include an examination of the possibilities of using differentiated staffing.

6.7.2 A review of francophone and French-speaking staffing needs throughout the ministry in areas not requiring specialized educational certification and expertise should be undertaken by appropriate senior ministry officials, in consultation with the Assistant Deputy Minister, Franco-Ontarian Education. The review should include an examination of the possibilities of using differentiated staffing.

6.7.3 The ministry should make every effort to replace departing francophone staff in permanent positions in order to keep the number of permanent francophone staff at least at the present level.

6.7.4 Where it is not possible to recruit a permanent francophone official in an important area, the ministry should continue to second francophone officials as another means of providing necessary service.